BEFORE THE ILLINOIS COMMERCE COMMISSION

Docket No. 04-0469

Rebuttal Testimony of Deborah Fuentes Niziolek On Behalf of SBC Illinois Exhibit 7.1

September 8, 2004

ISSUES 19, 20/24, 21, 22 and 71/72

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1		REBUTTAL TESTIMONY OF DEBORAH FUENTES NIZIOLEK
2		ON BEHALF OF SBC ILLINOIS
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4 5	I. IN	TRODUCTION
6	Q.	PLEASE STATE YOUR NAME AND BUSINESS ADDRESS.
7	A.	My name is Deborah Fuentes Niziolek. My business address is 350 N. Orleans, Chicago,
8		IL 60654.
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10	Q.	HAVE YOU PREVIOUSLY SUBMITTED TESTIMONY IN THIS DOCKET?
11	A.	Yes, I submitted direct testimony on August 17, 2004.
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13	Q.	WHAT IS THE PURPOSE OF YOUR REBUTTAL TESTIMONY?
14	A.	The purpose of my Rebuttal testimony is to respond to portions of the testimony of Staff
15		witness Dr. James Zolnierek, in which he addresses the following UNE Issues: 19, 20/24,
16		21, 22 and 71/72. I will not, however, respond here to all of the comments made by Dr.
17		Zolnierek regarding these and other issues that I discussed in my direct testimony. Much
18		of Dr. Zolnierek's testimony is legal in nature and SBC Illinois will respond to that
19		testimony in its briefs. Accordingly, the lack of a response in this rebuttal testimony to
20		certain comments made by Dr. Zolnierek should not be construed as an agreement with
21		those comments.

23 24	II.	UNE ISSUES
24 25 26		UNE ISSUE 19
26 27 28 29 30		Under what circumstance is SBC ILLINOIS obligated to perform the functions necessary to carry out commingling? CONTRACT REFERENCE: 7.3.1; 7.3.1.1; 7.3.1.2
31 32	Q.	PLEASE SUMMARIZE YOUR UNDERSTANDING OF DR. ZOLNIEREK'S TESTIMONY REGARDING THIS ISSUE.
33 34	A.	Dr. Zolnierek comments on SBC Illinois's proposed UNE Appendix Section 7. 3.1,
35		which identifies the following six conditions under which SBC Illinois should have no
36		obligation to perform functions necessary to Commingle (or to complete the actual
37		Commingling):
38 39 40 41 42 43 44 45 46 47 48		"(i) MCIm is able to perform those functions itself; or (ii) it is not technically feasible, including that network reliability and security would be impaired; or (iii) SBC Illinois' ability to retain responsibility for the management, control, and performance of its network would be impaired; or (iv) SBC Illinois would be placed at a disadvantage in operating its own network; or (v) it would undermine the ability of other Telecommunications Carriers to obtain access to Lawful UNEs or to Interconnect with SBC Illinois' network; or (vi) CLEC is a new entrant and is unaware that it needs to Commingle to provide a telecommunications service, but such obligation under this Section ceases if SBC ILLINOIS informs MCIm of such need to Commingle."
50		consistent with the FCC's rules and regulations and recommends that these conditions be
51		approved by the Commission. For various reasons, however, Dr. Zolnierek recommends
52		that the Commission reject conditions (i), (iv) and (v). Some of the comments made by
53		Dr. Zolnierek in support of this latter recommendation are legal in nature and will be
54		addressed by SBC Illinois in the briefing stage of this proceeding.

56 57 58 59 60 61 62 63 64	Q.	IN SUPPORT OF HIS RECOMMENDATION THAT SBC ILLINOIS CONDITION (I) BE REJECTED, DR. ZOLNIEREK ASSERTS THAT YOU HAVE PROVIDED NO "EVIDENCE REGARDING WHETHER MCI IS ACTUALLY ABLE TO COMPLETE COMBINATIONS FOR ITSELF, OR WHAT STEPS SBC WILL TAKE TO ENABLE MCI TO DO SO, OR FURTHER WHAT CHARACTERISTICS OF MCI ENABLE IT TO ACTUALLY TAKE ADVANTAGE OF ANY STEPS THAT MIGHT BE TAKEN BY SBC TO ENABLE MCI TO COMBINE ELEMENTS FOR ITSELF." STAFF EX. 6.0 AT LINES 795-800. DO YOU HAVE ANY COMMENTS IN REPONSE?
65	A	Yes. SBC Illinois provided Staff with information responsive to Dr. Zolnierek's concerns
66		in response to Staff Data Request Number 7, which requested as follows: "Please provide
67		an explanation of what steps a collocated CLEC would need to perform to in order to
68		commingle a UNE loop with access circuits. Include in your response examples of
69		typical configurations that might be requested and diagrams depicting such
70		configurations." A copy of that response is being sponsored by Mr. Albright in his
71		rebuttal testimony. As indicated by Mr. Albright, the response identifies the steps that
72		SBC Illinois would take to enable MCI to complete the commingling for itself in a
73		collocation setting. This issue is further discussed by Mr. Albright.
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75 76 77	Q.	IN LINES 816-821, DR. ZOLNIEREK QUESTIONS THE INCLUSION OF SBC ILLINOIS LANGUAGE FOR CONDITION (VI). DO YOU HAVE ANY COMMENTS IN RESPONSE?
78	A	Yes. Here, Dr. Zolnierek is questioning the inclusion of the following language:
79		"CLEC is a new entrant and is unaware that it needs to commingle to provide a
80		telecommunications service, but such obligation under this section ceases if SBC Illinois
81		informs MCIm of such need to commingle". This language was developed based on SBC
82		Illinois' understanding of the Verizon decision. Contrary to Dr. Zolnierek's suggestion,

this language was not intended to allow SBC Illinois to refuse to combine UNEs or to commingle UNEs with wholesale services in situations in which MCI is unable to perform that work for itself. Rather, the language was intended to identify an exception for certain "new entrants" to condition (i), which provides that SBC Illinois is not required to complete commingling in situations where the CLEC is able to commingle for itself. Because MCI is not a "new entrant", however, the language of condition (vi) would not apply in the context of the Agreement at issue in this case. Therefore, SBC Illinois can agree to remove condition (vi).

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Q. IN LINES 832-846 OF HIS TESTIMONY, DR. ZOLNIEREK EXPLAINS WHY HE BELIEVES THAT YOUR "COMMENTS REGARDING POTENTIAL 'GAMING' BY MCI ARE ALSO UNSUPPORTED". DO YOU HAVE ANY COMMENTS IN RESPONSE TO THIS PORTION OF DR. ZOLNIEREK'S TESTIMONY?

Yes. I believe that Dr. Zolnierek may have misconstrued my testimony. The purpose of my testimony was not to accuse MCI of potential "gaming". Rather, I was attempting to explain why the limitations on SBC Illinois' obligations to perform the work of commingling and of combining UNEs should be consistent with one another in order to avoid the potential for confusion and disputes between the parties, as well as gamesmanship. It is not clear to me that Dr. Zolnierek disagrees in principle with the need for such consistency. In fact, in discussing SBC Illinois' proposed contract provisions applicable to UNE combinations, Dr. Zolnierek recommends the adoption of the same conditions for new UNE combinations as he recommends for commingling. Staff Ex. 6.0 at lines 1417-1424. In this regard, the concern that I expressed in my testimony was not that "MCI might substitute a 251 UNE for another wholesale service

in order to get SBC to do the combining". Staff Ex. 6.0 at lines 834-837. In fact, the example I provided was just the opposite. I noted that, if the conditions governing SBC Illinois' obligations to do the work of commingling UNEs with wholesale services were less stringent than the conditions applicable to SBC Illinois' obligations to perform the work of combining UNEs, a legitimate refusal by SBC Illinois to combine UNEs might in some situations be avoided by MCI if were to substitute a wholesale service for one of the UNEs to be combined. SBC Illinois Ex. 7.0 at lines 432-435.

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UNE ISSUES 20 AND 24

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ISSUE 20: Is the BFR the appropriate vehicle for submitting certain commingling requests?

CONTRACT REFERENCE: 7.3.2 et. seq.

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ISSUE 24: What processes should apply to commingling requests? CONTRACT REFERENCE: 7.8

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125 Q AT LINES 962-979 OF HIS TESTIMONY, DR. ZOLNIEREK TAKES ISSUE
126 WITH MY TESTIMONY SUPPORTING USE OF THE BFR PROCESS FOR
127 COMMIMGLED ARRANGMENTS. DO YOU HAVE ANY COMMENTS IN
128 RESPONSE TO DR.ZOLNIEREK'S TESTIMONY IN THIS REGARD?

129 A Yes. Dr. Zolnierek states that I did not provide details on how many commingling 130 orders will be directed to the BFR process. In response, I would note that the number of 131 commingling requests subject to the BFR process will be dependent on CLEC business 132 plans and needs to which I am not privy. As I explained in my Direct Testimony, it is 133 necessary to include language applying the BFR process to commingling requests 134 because it is "impossible for SBC Illinois to anticipate every type of Commingled 135 Arrangement that MCI or any CLEC, may actually want to order". I am not suggesting 136 that SBC Illinois will not work with MCI or any CLEC to develop and provision a

specifically requested commingled arrangement. At this point in time, however, we cannot predict every type of commingling arrangement that MCI or any other CLEC may request.

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Additionally, the requested types of UNEs, facilities, and/or services to be commingled may or may not have the same ordering/provisioning/billing requirements and functionalities. In other words, the three systems may not be able to "speak" to each other on an immediate basis, and therefore, may need to be enhanced or changed. For example, the CFA (circuit facility assignment) may need to be physically changed; retagging of circuits may need to be physically completed; SBC internal systems (TIRKS, WAFA, etc.) may need to be updated and associated orders issued, internal methods and procedures updated and trained on to ensure operational knowledge and effectiveness, sufficient testing performed to ensure everything works as planned and finally, in some cases, collocation may need to be added (to comply with the FCC's mandatory eligibility criteria, FCC Rule 51.318(b)). These system changes and edits cannot happen overnight, particularly where programming work is needed, and cannot be completely anticipated at this time since the full scope of the types of commingling arrangements that may be requested by CLECs is unknown and we cannot begin to identity and define internally all of the changes that may be needed to accommodate those unknowns.

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Furthermore, I disagree with Dr, Zolnierek's assertion that under SBC Illinois' proposal "all commingling requests, even those likely to be commonplace in the future, are subject to the BFR process". Staff Ex. 6.0 at lines 1033-1034. As I discussed in my Direct

Testimony, the BFR process would apply "only when MCI requests a UNE, UNE combination or a Commingled Arrangement that is not currently available (either for ordering or provisioning)." As I further explained, SBC Illinois is in the process of developing a list of standard Commingled Arrangements that will be made available in the CLEC Handbook and posted on SBC Illinois' CLEC on line web-site. Once that list is included in the CLEC Handbook or posted on-line, whichever is earlier, CLECs will be able to submit orders for any Commingled Arrangements on that list without the need to issue a BFR. This process will be completed before the Agreement at issue in this case is likely to become effective. Accordingly, it is not correct to suggest that, in the future, all commingling requests will be subject to a BFR process.

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Moreover, once a BFR has been established and worked, and an end product developed, there is no longer a need for a BFR for that end product in the future, because the offering will have been sufficiently developed to accommodate subsequent requests for that commingled arrangement. Likewise with once-established commingled arrangements: once worked and developed, an established, commingled arrangement will be available again to the requesting CLEC and to other CLECs, without the need for an additional BFR, so long as any of the criteria established by the FCC for commingled arrangements are met by the requesting CLEC.

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180 Q. AT LINES 1036-1044, DR. ZOLNIEREK RECOMMENDS THE 181 COMMISSION ORDER SBC ILLINOIS "TO, WITHIN 30 DAYS 182 RATES, AND REQUEST, DEVELOP **TERMS** CONDITIONS **FOR** PROVISIONING OF A COMMINGLING REQUEST AND PROVIDE THOSE 183 184 RATES. **TERMS AND CONDITIONS** TO THAT. "IN MCI" AND

CIRCUMSTANCES WHERE IT CANNOT RESPOND TO SUCH A REQUEST WITHIN 30 DAYS, SBC BEAR THE BURDEN OF PROOF DEMONSTRATING THAT IT CANNOT FEASIBLY DO SO." DO YOU AGREE WITH DR. ZOLNIEREK'S RECOMMENDATION?

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No. As I discussed in response to the previous questions, SBC is already developing a list of types of commingled arrangements for which standard processes are being developed and made available in the CLEC Handbook and posted on-line and for which a BFR will not be required. Thus, the types of commingling arrangements that will be subject to the BFR process are those that are "non-standard" and for which, as I have previously discussed, a variety of system enhancements or changes are likely to be needed in order to accommodate a particular request. This is not simply of matter of connecting one physical facility with another. As explained above, the supporting processes, systems, and procedures need to be developed and in place so that the commingled arrangement works, its segments inventoried to ensure it can be maintained and troubleshot, that the CLEC is billed appropriately, etc. Moreover, in light of legal developments, such as the TRO and USTA II decisions, affecting the classification of network elements as UNEs, there will need to be a review of each request for a network element to determine whether or not the element is even available as a UNE, much less at what terms and conditions.

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For these reasons, thirty days is not an adequate period of time to review, determine availability and provide agreed upon terms for those commingling requests that would be the subject of BFR requests. As with a request for an unknown UNE or UNE combination, numerous internal groups within SBC Illinois's organization will need to

210		be involved in developing a comprehensive response to the CLEC. In this regard, a
211		commingled arrangement is not simply a billing change; in many cases, there can be a
212		great deal of hands-on intervention on the part of SBC Illinois to provide the request.
213		Until SBC Illinois actually goes through the process of providing a couple of CLEC
214		specified commingled arrangements throughout the BFR process, SBC Illinois at this
215		time cannot say that these requests can actually be done in less than 120 days. However,
216		SBC Illinois is always willing to review the process and try to determine what can be
217		done to speed up the provisioning of the individual commingled arrangements.
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219		UNE ISSUE 21
220 221		Which Party's "ratcheting" proposal should be included in this Agreement?
222223		CONTRACT REFERENCE: 7.5.1
224 225	Q.	PLEASE STATE YOU UNDERSTANDING OF DR. ZOLNIEREK'S RECOMMENDATION FOR UNE ISSUE 21.
226	A.	UNE Issue 21 involves the language to be included in UNE Appendix Section 7.5.1,
227		Ratcheting. Dr. Zolnierek recommends that the Commission adopt language proposed by
228		both SBC Illinois and MCI. Staff Ex. 6.0 at lines 1091-1100.
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230	Q.	CAN SBC ILLINOIS ACCEPT THIS RECOMMENDATION?
231	A	Yes. SBC Illinois is not opposed to Mr. Zolnierek's recommendation.
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233 234	Q.	BASED ON DR. ZOLNIEREK'S RECOMMENDATION, WHAT LANGUAGE SHOULD THE BE INCLUDED IN SECTION 7.5.1 OF THE UNE APPENDIX?
235	A.	The language to be included in this ICA is shown below as follows:

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237		7.3 Ratcheting
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239		"Ratchet" or "Ratcheting" is a pricing mechanism that involves billing a single
240		circuit at multiple rates to develop a single, blended rate. When MCIm purchases
241		Commingled unbundled Network Elements and wholesale services from SBC
242		ILLINOIS, SBC ILLINOIS shall charge the rates for Lawful UNEs (or Lawful
243		UNE combinations) Commingled with facilities or services obtained at wholesale
244		(including for example special access services) on an element-by-element basis
245		and such facilities and services on a facility-by-facility, service-by-service basis.
246		Notwithstanding its obligations to Commingle under this Section, SBC ILLINOIS
247		is not required to and shall not "ratchet" individual facilities or unbundled
248		Network Elements; provided, however, that the lack of a ratcheting requirement
249		does not permit SBC ILLINOIS to deny or refuse MCIm access to an unbundled
250		Network Element or a Combination of unbundled Network Elements on the
251		grounds that such unbundled Network Element(s) share part of SBC ILLINOIS's
252		network with access or other non-unbundled Network Element services.
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255		UNE ISSUE 22
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257		Which party's proposal about tariff restrictions should be included in the
258		Agreement?
259		CONTRACT REFERENCE: 7.6.1
260	0	
261	Q.	FOR ISSUE 25, MR. ZOLNIEREK RECOMMENDS REJECTION OF THE
262		LANGUAGE PROPOSED BYBOTH SBC ILLINOIS AND MCI FOR SECTION
263		7.6.1, "TARIFFS". WHAT IS YOUR RESPONSE?
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265	A	SBC Illinois fully supports Dr. Zolnierek's recommendation to reject the disputed
266		language proposed by MCI. In addition, SBC Illinois will accept Dr. Zolnierek's proposal
267		to remove the language proposed by SBC Illinois for Section 7.6.1. As a result, Section
268		7.6.1 should be shown in the Agreement as being "intentionally omitted".
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270		UNE ISSUES 71 AND 72
270 271		UNE ISSUES / I AIND / L
272		ISSUE 71:
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273		SBC: See UNE issue 72 and 73

274 275 276 277 278 279 280 281 282		MCIm: Which Party's Combination language should be included in the Agreement? CONTRACT REFERENCE: MCIm: 2.2.10; 21 (all); ISSUE 72: SBC: Should SBC ILLINOIS be required to provide UNE combinations where MCIm is able to make the combination itself, or other than as specified in the TRO? CONTRACT REFERENCE: 2.2.10; 21.1; 21.2.6; 21.2.7 MCIm: See UNE issue 71
283 284 285	Q.	DO YOU HAVE ANY COMMENTS IN RESPONSE TO DR. ZOLNIEREK'S TESTIMONY CONCERING UNE ISSUES 71 AND 72?
286	A.	Yes. UNE Issues 71 and 72 primarily involve disputes over the proper language
287		for UNE Appendix Section 21, which contains terms and conditions related to UNE
288		combinations. Much of Dr. Zolnierek's testimony on this matter raises legal issues that
289		SBC Illinois will address on brief. I will, however, respond to a few of Dr. Zolnierek's
290		comments.
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292		First, Dr. Zolnierek responds to my testimony in which I discussed the need to include in
293		Sections 21.2.5.1 through 21.2.5.5, the same <i>Verizon</i> conditions governing SBC Illinois'
294		obligations to perform the work of combining UNEs on behalf of MCI that SBC Illinois
295		has proposed in Section 7.3.1 for commingling. Consistent with his testimony in
296		connection with UNE Issue 19 related to commingling, Dr. Zolnierek recommends that
297		the Commission approve the sections under which SBC Illinois would be relieved of the
298		obligation to perform combination work where it is not technically feasible (section
299		21.2.5.1); SBC Illinois' ability to retain responsibility for the management, control, and
300		performance of its network would be impaired (section 21.2.5.2); or it would undermine
301		the ability of other telecommunications carriers to obtain access to Lawful UNEs or to

interconnect with SBC Illinois' network (section 21, 2.5.4). Staff Ex. 6.0 at lines 1417-1424. Dr. Zolnierek, however, recommends rejection of the sections that provide that SBC Illinois would not be required to perform the combining work where MCI is able to perform that work itself (section 21.2.5.5.1); or SBC Illinois would be placed at a disadvantage in operating its own network (section 21.2.5.2). Dr. Zolnierek also recommends rejection of section 21.2.6.1, which provides that MCI is deemed to be able to combine for itself where the UNEs MCI wants to be combined are available to MCI at a SBC Illinois premises where MCI is physically collocated or has an on-site adjacent Staff Ex. 6.0 at lines 1426-1434. In support of these collocation arrangement. recommendations, Dr. Zolnierek does not provide any further explanation beyond his analysis of UNE Issue 19. Staff Ex. 6.0 at lines 1273-1276. For the reasons I have discussed above in response to Dr. Zolnierek's testimony regarding UNE 19, SBC Illinois disagrees with his recommendations with respect to sections 21.2.5.5.1, 21.2.5.2 and 21.2.6.1. SBC Illinois, however, does not object to Dr. Zolnierek's recommendation that section 21.2.5.5.2 (which refers to a particular situation involving "new entrants") be removed since MCI is not a "new entrant."

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Second, Dr. Zolnierek indicates that it is not clear from my testimony whether it is SBC Illinois' position that it should be required to provide the new combinations of network elements listed in the Draft I2A. Staff Ex. 6.0 at lines 1253-1256, fn. 119. To clarify, SBC Illinois' position is that, consistent with its understanding of the Commission's interpretation of Section 13-801(d)(3), SBC Illinois should have no obligation to provide new combinations of network elements, including those identified in the I2A, if such

combinations include network elements that SBC Illinois is not required to unbundle. This is a legal issue that will be addressed on brief. The purpose of my testimony here is simply to clarify that, by identifying those combinations of network elements that are not listed in the I2A, I did not intend to suggest that SBC Illinois should be required to provide I2A combinations that include network elements that have been declassified as UNEs. Rather, my intent was to indicate that even if one were to interpret Section 13-801(d)(3) as requiring SBC Illinois to provide the I2A combinations regardless of whether that elements that comprise those combinations are still considered UNEs (an interpretation with which SBC Illinois disagrees), that interpretation alone would not support MCI's proposal to include in Section 21.4.5 a number of network element combinations that are not listed in the Draft I2A.

Third, Dr. Zolnierek asserts that I provided "no indication of what combinations [SBC Illinois] is specifically taking exception to" in connection with my statement that it is SBC Illinois' position that Section 13-801(d)(3) does not require it to provide combinations of network elements that SBC Illinois is not lawfully required to provide on an unbundled basis. Staff Ex. 6.0 at lines 1330-1335. I believe that I did provide such an indication at pages lines 728- 739 of my direct testimony, where I explained that SBC Illinois takes exception to all of the new combinations listed in MCI's proposed section 21.4.5 because they all include switching elements that have been declassified as UNEs. I further pointed out that at least three of the combinations listed in MCI's section 21.4.5 include switch port types associated with enterprise market switching (ISDN prime port, digital trunk port, and ULS trunk port), which is inconsistent with the TRO's finding of

348		non-impairment with respect to "enterprise market switching". It is also inconsistent with
349		the fact that MCI has agreed that "enterprise market switching" is not a UNE to which
350		MCI is entitled under the ICA being arbitrated in this case, as pointed out by Mr. Silver
351		in his rebuttal testimony.
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353		I understand that Dr. Zolnierek has taken the position that, in light of the FCC's August
354		20, 2004 interim rule, my direct testimony in this regard is "moot" as it relates to mass
355		market switching. Staff Ex. 6.0 at lines 1315-1319. Dr. Zolnierek also suggests that SBC
356		Illinois should be required to continue to provide UNE combinations that include
357		"enterprise market switching" despite the fact that is has been declassified as a UNE.
358		Staff Ex. 6.0 at lines 1360-1376. Dr. Zolnierek's testimony in this regard raises legal
359		issues that will be addressed by SBC Illinois on brief.
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361 362 363 364 365 366 367 368	Q.	AT LINES 1448-1454 OF HIS TESTIMONY, DR. ZOLNIEREK RECOMMENDS THE ADOPTION OF SBC ILLINOIS' PROPOSED LANGUAGE FOR SECTION 2.2.10, SUBJECT TO BEING AMENDED TO STATE THAT "SBC MAY NOT SEPARATE NETWORK ELEMENTS BASED ON ITS ANTICIPATION THAT MCI WILL REQUEST THE COMBINATIONS (FOR EXAMPLE, BASED ON MCI'S REQUEST FOR PREORDER INFORMATION)." DO YOU HAVE ANY COMMENTS IN RESPONSE TO THIS RECOMMENDATION?
369	A.	Yes. SBC Illinois finds Staff's recommended modification to be acceptable. To
370		implement it, SBC Illinois' proposed section 2.2.10 should be revised as follow:
371 372 373 374 375 376 377		2.2.10 except upon request of MCIm, SBC ILLINOIS SHALL NOT SEPARATE MCIm-REQUESTED LAWFUL UNES THAT ARE CURRENTLY COMBINED; NOR SHALL SBC ILLINOIS SEPARATE SUCH CURRENTLY COMBINED LAWFUL UNES BASED ON ITS ANTICIPATION THAT MCIm WILL REQUEST THOSE UNES (FOR EXAMPLE, BASED ON MCI'S REQUEST FOR PREORDER INFORMATION). (47 CFR § 51.315(b)). SBC ILLINOIS is not otherwise

378 379 380 381		prohibited from or limited in separating any Lawful UNEs not requested by MCIm or a Telecommunications Carrier, including without limitation in order to provide a Lawful UNE(s) or other SBC ILLINOIS offering(s).
382 383	III.	CONCLUSION
384	Q.	DOES THIS CONCLUDE YOUR REBUTTAL TESTIMONY?
385	A.	Yes it does.